

APPENDIX E

LANDS

STANDARD OPERATING PROCEDURES

Withdrawals

It is BLM policy to review all withdrawals on and classifications of public lands by October 20, 1991, and to eliminate all unnecessary withdrawals and classifications. Evaluation of the withdrawals and classifications will be made in conjunction with the land use planning process and will consider the following:

1. For what purpose were the lands withdrawn?
2. Is that purpose still being served?
3. Are the lands suitable for return to the public domain (e.g., not contaminated or "property" such as buildings).

The environmental assessment or planning process will be followed to consider alternative methods of meeting the withdrawal/classification objectives (e.g., rights-of-way, cooperative agreements).

Withdrawal/classification modifications and extensions must provide for maximum possible multiple uses, with particular emphasis upon mineral exploration and development.

Transfers

Lands disposal actions are, primarily, accomplished under sale, agricultural entry, exchange, and R&PP land laws. Miscellaneous transfers can also occur through Color of Title actions, airport conveyances, and State in lieu selections.

All disposals of public lands must be consistent with the planning requirements of FLPMA and must also be evaluated through the environmental assessment process. Public notice will be given on each disposal action and each action may be protested or appealed.

A primary consideration in all disposal actions is to provide protection for existing rights, access, and future anticipated needs. This protection is provided for through the issuance of rights-of-way to existing users or reservations to the Federal government in areas of anticipated need.

General considerations for the major types of disposal actions are discussed below.

Agricultural

Consideration for allowing the use of public lands for agricultural development generally falls into four steps. They are:

1. The lands must be identified for disposal through the land use planning process.
2. The lands must be physically suited for agricultural development (classification).
 - a. They must be desert in character (e.g., they must be irrigated to grow an agricultural crop).
 - b. They must contain a majority of Class III or better irrigable soils as established using *SCS Land Capability Classification Standards* (USDA, Soil Conservation Service 1961). Considerations made in the classifications include percentages of soil types, depth, slope, and erosion potential.
 - c. Farmable acreage must be susceptible to irrigation.
3. Post Classification (Allowance or Rejection)
 - a. An economic analysis must show a high likelihood that the lands can be farmed at a profit over a long term.
 - b. Applicant must show a legal right to appropriate water including a permit to drill a well if part of the operation.
4. Compliance
 - a. The entryman must show compliance with cultivation, fund expenditure, irrigation system development, and publication requirements, and payment of required fees to obtain patent to the land.

Under Carey Act development, the Bureau's primary concerns are retention vs. disposal determination and physical suitability of the land. Application processing and feasibility study evaluations are the responsibility of the State of Idaho.

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Transfers

Exchanges

Before an exchange can be consummated, the BLM must determine that the public interest will be well served by making the exchange. Full consideration will be given to improved Federal land management and the needs of State and local publics through an evaluation of the needs for lands for economic development, community expansion, recreation areas, food, fiber, minerals, and wildlife. Another consideration is that lands must be equal in value, or, if not equal, a cash payment not exceeding 25 percent of the total value of Federal lands may be made by the appropriate party to equalize the values.

Sales

Sales of public lands can be made upon consideration of the following criteria:

1. Such parcel, because of its location or other characteristics, is difficult and uneconomic to manage as part of the public lands, and is not suitable for management by another Federal department or agency; or
2. Such parcel was acquired for a specific purpose and is no longer required for that or any other Federal purpose; or
3. Disposal of such parcel will serve important public objectives, including but not limited to, expansion of communities and economic development which cannot be achieved prudently or feasibly on land other than public land and which outweigh other public objectives and values. These include, but are not limited to, wildlife, grazing, recreation, and scenic values which would be served by maintaining such parcel in Federal ownership.

Sales may be made through (1) competitive bidding, (2) modified competitive bidding wherein some individual(s) may be given the opportunity to match the high bid, and (3) direct sale wherein the tract is sold at fair market value to a predetermined buyer. All sales must be made at no less than fair market value as determined by the approved procedure, generally an official appraisal.

Land Use Authorizations

Land use permits under Section 302 of FLPMA should be used as an interim management measure for resolving unauthorized use problems prior to a final land use/status determination, and for one time use of short duration. Leases may be used as a longer term (5 to 10 years) interim management tool, particularly where future disposal or dedication to another particular land use is

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contemplated. The latter may allow for agricultural use on a site that may be needed in the future for communication purposes, materials source, or community expansion needs.

Cooperative agreements must be used with other Federal entities for uses which are not appropriately covered by a right-of-way or a withdrawal. Flood control and aquifer recharge areas may be most appropriately covered by cooperative agreements.

Airport leases are considered only when a definite need has been shown, supported by a specific development and management plan, and a showing of financial capability to carry out the project.

Each action would require a site-specific examination. An environmental assessment would be prepared on the proposal with special emphasis placed upon identification and mitigation of adverse effects upon resource values such as threatened, endangered, or sensitive species, cultural resources wetland/riparian zones, and flood plains.

Unauthorized Use

It is BLM policy to identify, abate, and prevent unauthorized use of public lands. Trespass settlement is geared to recover at least fair market value for the unauthorized use and to require rehabilitation of the land and resources damaged by the unauthorized action. Settlements may be made through administrative action or through civil or criminal court proceedings.

APPENDIX F

DETAILED DISCUSSION OF AREAS BEING STUDIED FOR WILDERNESS

Only Congress can add an area to the National Wilderness Preservation System. BLM and the Secretary of the Interior make suitability recommendations to the President, who in turn makes recommendations to Congress. A final wilderness EIS is prepared for Congress along with a wilderness study report on each WSA.

A separate final wilderness EIS will be prepared for the suitability recommendations made in the Monument RMP. It will contain a detailed analysis and rationale for the suitability recommendations. All individuals and organizations on the Monument RMP mail list will receive a copy of the final wilderness EIS.

APPENDIX G

RECREATION

METHODOLOGY

A variety of baseline data from various agencies and professional assumptions were used to calculate present and projected visitor use days for recreation activities. Professional judgment was used to determine portions of baseline data applicable to the planning area. Visitor use figures reflect all recreation use for a particular activity within the planning area, including use on State, private, and other Federal agency-administered public lands. Any attempt to isolate recreation use occurring on BLM-administered public land from that occurring on other lands would increase the likelihood of error and would not adequately reflect interrelationships between public and private land resources on which recreation activities are based.

Visitor use days were calculated for some recreation activities (antelope, small game, waterfowl, and sage grouse hunting; warm water fishing; and motorized boating) that remained relatively static from one alternative to the next. These activities will not be addressed further.

Following are the significant recreation resources affected by the alternatives, the source of the baseline data, and methods used to arrive at visitor use figures.

Mule Deer Hunting. Game management units providing hunting for mule deer within the planning area were identified through review of the Idaho Big Game Regulations. Hunter days provided in the Idaho Department of Fish and Game's Mule Deer 1981-85 provided baseline data from which present and projected use were calculated. The long-term (20-year) projection was lowered because it was felt that activity growth would taper off due to only a marginal deer population growth rate.

Pheasant Hunting. Pheasant hunter days and projected five-year increases for the State of Idaho were gathered from the A Plan for Managing Idaho's Upland Game Resources in 1981-1985 (Draft) prepared by the Idaho Department of Fish and Game. Professional judgment was used to determine that segment of statewide hunter days applicable to the planning area.

Hungarian Partridge Hunting. Partridge hunter days and projected five-year increases for the State of Idaho were gathered from the A Plan for Managing Idaho's Upland Game Resources in 1981-1985 (Draft) prepared by the Idaho Department of Fish and Game. Professional judgment was used to determine that segment of statewide hunter days applicable to the planning area.

Nature Study. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

Cold Water Fishing. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

ORV Use. Visitor use days are based on professional judgment. Growth estimates are based on State of Utah ORV registration data from previous years.

Float Boating. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

Dispersed Recreation. Current visitor use days applicable to the planning area are based on professional judgment. Twenty-year projections listed in the Idaho Parks and Recreation Department's Idaho Outdoor Recreation Profiles 1981-1985 (Draft) were applied to indicate anticipated activity growth.

APPENDIX H

CULTURAL RESOURCES

STANDARD OPERATING PROCEDURES

The Bureau of Land Management is required to identify, evaluate, and protect cultural resources on public lands under its jurisdiction and to ensure the Bureau-initiated or Bureau-authorized actions do not inadvertently harm or destroy non-federal cultural resources. These requirements are mandated by the Antiquities Act of 1906, the Reservoir Salvage Act of 1960 as amended by P.L. 933-191, the National Environmental Policy Act of 1969, Executive Order 11593 (1971), the Archaeological Resources Protection Act of 1979, and Section 202 of the Federal Land Policy and Management Act of 1976.

Prior to commencement of any Bureau-initiated or authorized action, which involves surface disturbing activities, sale or transfer from Federal management, the BLM will conduct or cause to be conducted, a Class III (intensive) inventory as specified in BLM Manual Section 8111.4, supplementing previous surveys to locate, identify, and evaluate cultural resource properties in the affected areas. If properties that may be eligible for the National Register are discovered, the BLM will consult with the State Historic Preservation Officer (SHPO) and forward the documentation to the Keeper of the National Register to obtain a determination of eligibility in accordance with 36 CFR Part 63.

Cultural resource values discovered in a proposed work area would be protected by adhering to the following methods.

1. Redesigning or relocating the project.
2. Salvaging, through scientific methods, the cultural resource values pursuant to the SHPO agreement.
3. Should the site be determined to be of significant value; *eligible for or on the National Register of Historic Places*; and/or the above mentioned methods are not considered adequate, the project would be abandoned.